

MODERN PERSONNEL ADMINISTRATION TECHNIQUES FOR MACEDONIAN MUNICIPALITIES

(A GUIDE FOR IMPROVING HUMAN RESOURCE MANAGEMENT
IN MACEDONIAN MUNICIPALITIES)

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I. INTRODUCTION

Macedonian local government is at the threshold of a new era. Once, only an extension of the national government, today's demands require that sound management principles be applied to all aspects of administering the municipality. Until now all decisions on hiring practices, salary structure and employment requirements were dictated to local officials. With the recent changes in the law and those that are anticipated much more of the responsibility for these functions is being passed to local officials. As such, a much greater attention must be paid to the individual employees working for the municipality. Modern personnel administration has become one of the most formidable components of progressive and efficient management. In order for **Macedonian** cities to become effective and efficient modern techniques associated with personnel administration must be implemented.

Macedonia is slowly changing from the old system where jobs were a social right and the cost of employment not a local consideration. The cost of running local government today is critical and one cannot overlook the expenses of human resources any more than the cost of gasoline or equipment.

At the same time managing human resources adds a new dimension to efficiency efforts. No one in authority wants to exacerbate an already bad unemployment problem by eliminating jobs but at the same time the cost of maintaining unnecessary personnel can be an enormous burden on the budget. Thus techniques must be explored that will strike a balance between these two issues. Likewise there is little substitute for improved wages as an incentive for better performance but in a condition where use of this technique is limited, other motivation techniques must be found. Finally, work load distribution and adequate training are critical in a system short of funds, to assure that the few will not be overburdened with the responsibilities of the many.

This self study guide is not intended to provide an all inclusive guide to personnel administration. Rather it gives a series of tools and suggestions that can be incorporated into a system to make it more efficient and effective. Early in this program a manual called **CRITICAL ISSUES IN EFFECTIVE PERSONNEL ADMINISTRATION** was published as part of this series. This revised manual incorporates those items as well as presenting more extensive material in the area of human resource management.

II. GENERAL PERSONNEL MANAGEMENT

1. Administrative Structure

The first consideration in improving the human resource management is to review the level of attention the issue is getting from the administration. To be effective there must be someone who is specifically tasked with this responsibility. In some Macedonian municipalities this function is relegated, if addressed at all, to the responsibility to the Secretary. However, in many if not most municipalities the work load given to the Secretary precludes his actively spending much time managing the details of the municipality's human resources. In some cases the Mayor retains direct responsibility over this function, which he/she is ultimately responsible for anyway. In either case it is strongly recommended that a specialist (preferably a senior specialist) be assigned, whose sole responsibility is to manage personnel related activities. This action does not necessarily change any of the responsibilities that others have in personnel functions but in time may allow for some consolidations that will save cost.

The initial role of the *personnel specialist* can be to coordinate the activities to insure that the system is in compliance with the policies of the administration and council and is being administered consistently throughout the organization. When the demands of human resource management increase beyond the capability of a single specialist these functions can be turned over to a personnel department. Other duties of the specialist can include:

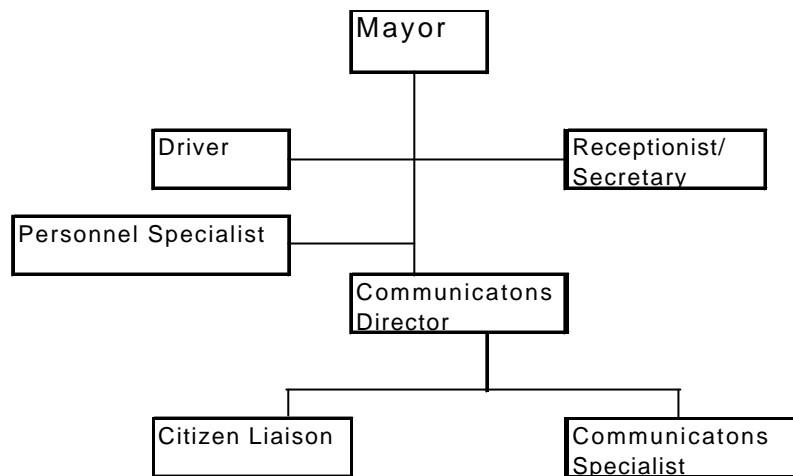
- , Developing rules and regulations pertaining to all aspects of human resources which are ultimately approved by the Mayor and City Council
- , Assisting in the development of job descriptions for the municipality
- , Advertising all municipal position openings
- , Providing initial screening or review of employee applications
- , Advising and informing the mayor and city council on laws and decisions of the central government that pertain to personnel.

2. Organizational Structure

One of the initial tasks in taking a fresh look at current personnel administration is for each municipality to review its own organizational structure. Traditionally, most local governments review their structure on a city-wide basis and then develop individual charts for all departments and agencies within the local government. Since most Macedonian municipalities are small, some governments can develop a single, city-wide organization chart; others may choose to complete

both.

The organization chart denotes the personnel structure in an organization. It lists each position and its corresponding relation to the department director and other positions in the



department. Organization charts indicate the supervision structure and reporting relationships as well as the number and type of employees within a given organization or department as

illustrated in the samples in Exhibit 1 and Exhibit 2. Exhibit 1 provides a sample of an organization chart for a mayor's office. In this example the Mayor has six direct employees. The Driver, the receptionist/Secretary, the Personnel Specialist and the Communications Director all report directly to the Mayor. The Communications Director supervises two employees - the Citizen Liaison and the Communications Specialist.

Exhibit 1

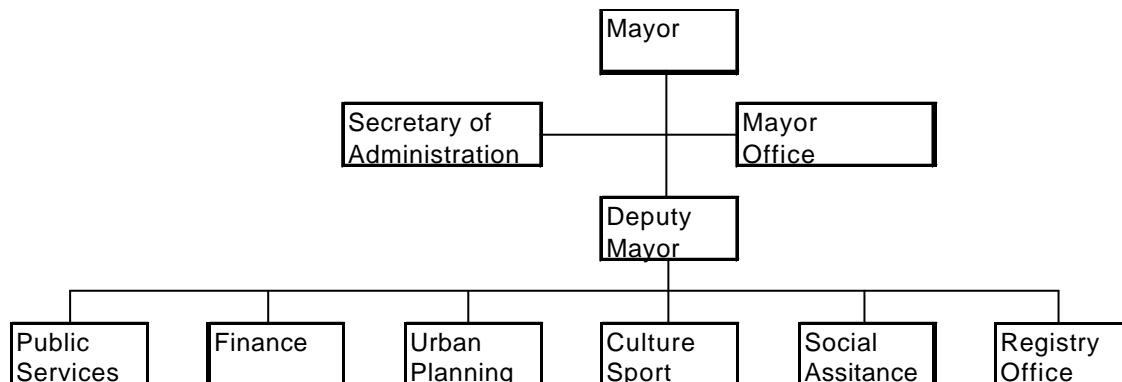
Exhibit 2 is a general Municipality wide organization chart, showing the Mayor as the head of the government and the various department heads that report directly to him. Beneath each department head should be an additional organization chart that would graphically display the department they manage.

Exhibit 2

Utilization of organization charts is a good way to assess the current relationships within the organization and thus be able to develop alternatives that fit the changing needs of the municipality. It must be remembered, that though they are a valuable tool they are nevertheless limited in the benefit they provide, since they do not account for individual human personalities which also affect the relationship of the structure.

3. Categorizing Jobs and Employees

One of the keys to efficient and effective management of human resources is to be sure that employees know what is expected of them and management has an understanding of what



they should expect from each employee. In addition a systemization of this process will insure that personnel decisions are made as objectively as possible and that employees will receive fair and equal treatment throughout the organization. Two very important techniques used to accomplish this are Job Classifications and Job Descriptions.

A. JOB CLASSIFICATION SYSTEMS

Classification of positions is the process of finding out what kinds or "classes" of positions there are in the organization and establishing a systematic record of these classes and the particular positions which fall under each class. The duties and responsibilities (as specified in the Job Description) are the basis on which position classes are determined and the individual positions

are assigned to their appropriate classes.

When every position has been allocated to its appropriate class, each class will consist of all positions within the entire city government which fall into that class (regardless of what department or city agency they are in). Therefore each class is representative of positions across the organization which are alike in terms of duties and responsibilities; this equates to the same level of pay within the overall salary structure.

As personnel classification and pay scales become less centrally controlled and more a function of the individual units of local self-government, it will be important that municipalities adopt such a classification and pay plan. Having such a system in place ensures:

- , the equal treatment and equitable payment of employees doing the same type of work regardless of where in the organization they are working.
- , a competitive recruitment process based on the actual requirements of the job;
- , the placement of employees in positions suitable to their abilities; and
- , a tool for more accurate budgeting of personnel expenditures.

Exhibit 3 and Exhibit 4 illustrate how a basic pay scale along with the corresponding classification plan is structured. These are examples and should be used for illustrative purposes only. It should not be construed as corresponding to any existing classification plan.

Exhibit 3

SAMPLES FROM A CLASSIFICATION SCHEDULE	
<u>Range Classification and Positions</u>	<u>Salary Range</u>
<u>Range 3</u>	8467-10639
Receptionist	
Maintenance Worker	
Laborer	
<u>Range 9</u>	11094-15091
Communications Specialist	
Personal Driver	
Clerk/Typist	

BASIC PAY PLAN

Exhibit 4 (Salaries expressed in Denars per Month)

Pay Range Number	Monthly Salary Step 1	Monthly Salary Step 2	Monthly Salary Step 3	Monthly Salary Step 4	Monthly Salary Step 5
1	7500	7875	8270	8680	9116

2	7950	8427	8933	9469	10307
3	8427	8933	9469	10037	10639
4	8933	9469	10037	10639	11277
5	9469	10037	10630	11277	11954
6	10037	10630	11277	11954	12671
7	10630	11277	11954	12671	13431
8	11277	11954	12671	13431	14237
9	11954	12671	13431	14237	15091
10	12671	13431	14237	15091	15997
11	13431	14237	15091	15997	16957
12	14237	15091	15997	16957	17974

Note: in this arrangement an employee within a certain classification is eligible for increases up to the maximum shown in Step five, usually based on the quality of performance and the results of the employee evaluation (See section V of this guide). In order to progress beyond that level the employee would need to be promoted to a more highly classified level. Over time and depending on inflation the entire scale can be upgraded to meet competitive salary scales.

In addition more steps can be added as necessary

B. JOB DESCRIPTIONS

In order to implement a truly fair and effective personnel management system it is imperative that all employees know, what is expected of them and exactly what their job entails. For that reason it is not only a good management tool but also a good control factor to have a complete job description on each employee. The job description will provide the employee a better understanding of what is expected of him. It will insure that when it is time to rehire, that a predetermined set of qualifications exists, by which to judge candidates for the job. Thus the system of appointments to city positions will be based on merit rather than favoritism or personal friendships. In this way the overall effectiveness of government is enhanced.

Job descriptions take any number of formats but should include as a minimum:

- , A brief description of the position and its responsibility
- , A listing of required educational, skills, experience and qualifications
- , An description of the department that the position is in.

, An extensive listing of the actual requirements for and responsibilities of the job. These should be descriptive enough that the employee can be held accountable for them.

Job descriptions can be useful tools in many other ways as well. As circumstances change they can be re-written to take into account new needs and duties within the city. This will insure that the person doing the hiring has adequate knowledge of what will be needed by the new candidate in order to fulfill the requirements of the position. It can also be used by employees as protection against unwarranted requests or demands from supervisors. As part of the overall attempt to institute quality control in government it is strongly recommend that the Job Description, be a basic ingredient. Examples of a commonly used style of job description are included in APPENDIX 1 of this manual.

Using techniques such as Job Classifications and Job Descriptions, as well as other techniques described later in this Manual, all tend to raise the public's trust and belief in local government. As the public begins to see that decisions are made objectively, based on sound management principals and by predetermined, publicly available criteria, they begin to become more trusting of officials. They begin to believe that the government is acting in their behalf and not in the self interest of the few. Thus these personnel administration suggestions can be far more than just a sound way of administering. They can be invaluable tools in the overall governance process.

4. Controlling Personnel Related Costs

There are many ways to control the cost of personnel. The flexibility granted by the national government, to determine salaries and staffing levels will determine some of these. The surest way to control employee cost is always legal. That is not to hire the employee in the first place. Such a policy sounds preposterous but in actuality is very effective if undertaken in a systematic and highly controlled fashion.

There are two basic elements to this method:

A. ANALYSIS OF DEMAND FOR PERSONNEL

The first element involves the basic research needed to determine how many city employees are really needed in each department. Since this will not be a one time but rather an ongoing analysis the need for the personnel specialist is again apparent. The research will require that a cost analysis study be done for each department to critically analyze the number of personnel and the efficiency of the department work. (If for example a department of 10 people who produce services for 1000 people a month could do the same work with 6 people perhaps there is reason for a reduction. The analysis must also consider, however, the demand for the service. If a thousand citizens are being served and the demand is for two thousand, then other corrective measures are probably called for.) A properly trained personnel specialist could probably conduct these studies,

in house, after going through several with an expert.

B. CONTROLLING THE HIRING PROCESS

Once a clear and concise picture of how many people are actually needed is determined the control function can be implemented. The simplest way to do this is to put an automatic hold on all replacements for two to three months. This should include terminations that occur for any reason, including retirement. At the end of the automatic waiting period Department Heads should be made to justify the need for the replacement. There will of course need to be exceptions to the rule. When these are made they should only be with the explicit permission of the Mayor or his designee. In departments where there has been over staffing, it will become readily apparent that the work which was done by the departed employee is assumed by others and by the end of the two month period there will be little left of the job as it was to be refilled.

This technique serves two other very valuable purposes as well. It saves having to terminate employees, since natural attrition is used as the means for staff reduction. As a result the impact of staff cost reduction will be much slower, but nevertheless steady and without personal consequences. The second purpose is the enormous amount of money it can save. At the beginning of the year a municipality budgets for 100% of employee costs. Utilizing this technique will result in using only 80- 90% of the budget. Though such a savings may not seem of critical importance for municipal staff that are paid by the conditional budget, it can have an enormous positive effect when extended to the municipal enterprises. Furthermore, as more responsibility is shifted to the local government and the independent budget, it is only a matter of time before it becomes a necessary concern. Once the optimum level is reached and employment totals level off there will not be the continued savings with relation to the budget each year but the overall cost of operating the municipality will remain much lower.

It should also be noted that using this technique will sometimes end in a determination of more employees being needed for a department or for specific functions. When this is the case it is a good idea to find any resources possible to add the needed employees. Under staffing can often be as costly, in terms of productivity as over staffing. Continuing to use this method on a long term basis will eventually result in a balance of staffing appropriate to the workload and demands.

III RECRUITMENT AND SELECTION

Macedonian employers are beginning to change the ways they hire new employees. They are relying less and less on the traditional recruitment methods of depending on "word of mouth" to get word out or only hiring relatives and friends. Instead they are implementing more modern methods of recruiting and selecting employees. As the current job market begins to expand and provide an increasing number of professional level jobs, local governments will need to institute effective recruitment techniques. Traditionally in many places, local governments cannot compete with the private sector in terms of salary level. However, it can offer other benefits which can and do attract and retain good employees. Chief among these, is the openness and transparency of the system that gives employees and potential employees the assurance that they are being treated fairly and honestly.

Local government employment often suffers from an image problem. Many young people, rightly or wrongly, assume that local government positions are less challenging, have less promotional or self-development opportunities than private sector jobs. As local governments begin to adopt the

modern personnel management systems, recommended in this manual and others, the image of the local government will improve and with it the desire of more people to seek jobs in the public sector. In turn this will give local government managers a bigger choice and thus lead to a higher quality of personnel. One of the most important ways that municipalities can strengthen its employment practices is in the areas of recruitment and selection.

It is critical to understand that for any modern system of personnel management to be successful, any practices which encourage or allow patronage must be dispensed with. The recruitment of personnel must be done on an open, competitive basis to be effective.

1. Recruiting employees

The cornerstone of an effective recruitment program is publicity. Unless prospective candidates learn about job opportunities then most other aspects of the employment selection process are virtually pointless. Under the general heading of publicity fall a number of media channels for information (newspaper and radio advertisements for example) but before the type of medium is selected it is important to determine the source of qualified candidates. Typical sources for qualified applicants are:

- , Universities, technical or trade schools
- , employee unions
- , other governmental agencies
- , professional societies or organizations
- , employment agencies

After the principal source of candidates have been selected, the next step is to choose the best method of reaching these sources. One of the standard methods is to issue a written job announcement which formally notifies applicants that a vacancy exists. The announcement of a vacancy or examination for a position should include the following information:

1. Position title, Classification and Salary Range
2. Description of the job duties and responsibilities (summary of job description)
3. Minimum Qualifications
4. Starting Date
5. Application Procedures
6. Closing Date of application.

In addition the announcement may describe some of the advantages of employment including promotional and special educational opportunities. Exhibit 5 provides a sample of a job announcement that might be used for newspaper advertising.

Exhibit 5

Position Opening
The City of Anywhere, Macedonia is seeking qualified candidates for the position of Finance Director. This upper level position (level 15) reports directly to the Mayor and

serves as the Chief Financial Officer for the Municipality. The successful candidate must have a bachelors degree in accounting or related field and a minimum of 10 years experience in local government finance. Applications must be filed not later than July 31. The expected starting date for the position is Sept. 1. Further information on this position including a complete job description and application forms can be obtained from municipal personnel specialist at City Hall, Room 123 between 8:30-and 3:30 Daily. (Telephone # 000-00000),

The announcement should be provided to all sources of potential applicants. These sources may differ depending on the position that is being recruited for. Position announcements can also be placed in appropriate professional society journals, newsletters, or publications. Publishing vacancies in the local newspaper is a most common practice for municipalities. Many times a weekly listing of all vacancies is announced. ***In such cases it is important to establish one standard location, such as the local newspaper, where all job listings are placed all of the time. This will soon be recognized by the community as the place that they can count on finding any job availabilities that the local government has to offer.***

It is not always sufficient to publicize a job announcement and then take whatever candidate comes along. For certain important positions, such as a Department Head, it may be necessary to seek out qualified people who may already have positions and induce them to apply. In addition it is a good idea for the personnel specialist to keep a file of inquiries concerning employment and to send job announcements to all people who have previously expressed and interest in the kind of position being recruited.

To ensure that all applications are equitably considered and reviewed it is common practice for local governments to require that all applicants fill out a standardized applications form. Exhibit 6 provides suggested information that should be in on an application form. This form is usually accompanied by the applicants Curricula Vitae and other supporting documentation. Routinely, the application form is submitted to the Personnel Specialist for initial screening. The Specialist reviews the application the application to ensure that it is complete and that the applicant meets the minimum job and educational requirements for the position as stated in the Position Description. After the initial screening process is complete, the eligible candidate application packages are forwarded to the department head or appropriate senior management position in charge of interviewing and selecting the new employee.

Exhibit 6

STANDARD JOB APPLICATION REQUEST FORM INFORMATION.

Any standardized Application form should request, at a minimum, the following information:

- , Name of Position Applied for.
- , Applicant's Name, home address and telephone number
- , Applicants date of birth, place of birth, marital status, sex (where permitted)
- , Identification Card (passport) registration number
- , Listing of all educational institutions attended, graduation dates, degrees received and subject areas studied

,	Names of two or three personal and work related references along with telephone numbers and addresses
,	A complete listing of all previous employment (usually over the past ten years) including:
	* Name, address, and telephone number of employer
	* Type of business
	* Dates of employment
	* Number of employees supervised by the applicant
	* Starting and final salary
	* Reason for leaving position
	* Name and title of immediate supervisor
,	Applicants Signature, and date of signature
,	Listing of Special Skills, awards, commendations etc.

2. Selecting Employees

Employment is no longer considered a social guarantee and as such the competition for desirable positions in both the private and public sectors will increase. The success of any organization depends on the success of its employees. Selecting the appropriate individual to fill a vacant position is an important decision. As local governments become better placed to actively seek and choose more selectively from a larger group of qualified applicants, they must adapt appropriate techniques for selecting the best people for their positions.

Once the pool of applicants has been screened by the Personnel Specialist, the supervisor must select the appropriate candidates for interviews. Employees should never be selected based solely on the strength of written application materials. It is imperative that personal interviews be conducted to evaluate and determine strengths and weaknesses which are not readily ascertained through written materials. These include the applicant's ability to communicate ideas effectively, the ability to present him or herself in a professional manner, and other observable traits which are invaluable in making a personnel selection.

In a successful interview situation, both the employer and employee are assessing each other to determine if the "fit" is right. Usually at some interview stage, by virtue of his or her qualifications, the interviewer has some comfort level in knowing that the applicant has the basic ability to perform most if not all aspects of the job. Among other things, the potential employer uses the interview situation as an opportunity to gauge the candidate's overall appropriateness for the position; and if he or she has the potential to work well with co-workers and become a productive contributor to the department and government organization. On the other hand, the job candidate uses the interview situation to determine if the position actually does meet his or her expectations and if the job fulfills or has the potential to fulfil personal and professional needs and goals.

There are many forms that an interview can take. These often depend on the level of the position being filled and also depend on the employer's management style. For key or top management positions the selection process may include a series of interviews involving an interview

panel. For less sensitive recruitments, one or two interviews with the supervisor or several co-workers may be sufficient. In addition to the traditional question and answer format, employers use a variety of techniques in the interview process. These could include, for appropriate positions:

- , Requesting brief verbal or written presentations
- , Completing work related tests
- , Completing "in-basket" exercises
- , Performing typing tests
- , Proposing hypothetical work problems or situations that the candidate must resolve

Exhibit 7 gives a series of suggestions that help the employer conduct a good interview

Exhibit 7

IDEAS FOR CONDUCTING A SUCCESSFUL INTERVIEW	
,	Do not allow any interruptions during the interview (telephone calls, etc.) - give the candidate your full attention.
,	Conduct the interview in a comfortable and private setting
,	Attempt to put the candidate at ease
,	Be open, up-front and honest about your expectations regarding the position
,	Prepare ahead of time a list of questions to ask all candidates
,	Know ahead of time what types of qualities you are looking for in the position.
,	Know what the necessary job qualifications and duties are for the position (Have a copy of the job description with you)
,	Ask questions which promote and in-depth response from candidates aimed at demonstrating communication skills.
,	Avoid questions of a personal nature which are not directly related to the ability to perform job duties.
,	Avoid making negative references regarding the organization or individuals.
,	Encourage questions and be prepared to respond to them.
,	Encourage candidates to express their expectations regarding the position.

IV. EMPLOYEE DEVELOPMENT

1. Incentives and Motivation

Concerns about the level of productivity and efficiency on the part of the staff are common. Any new administration has its own set of priorities. It is important to find a way to motivate employees toward these goals and objectives. At the same time it must be demonstrated that old ways are frequently no longer acceptable and that individual initiative, a spirit of team cooperation and a striving for excellence is the norm not the exception. In order to accomplish this there has to be a sense among the employees that their work means something. They have to believe if they make the extra effort that someone cares. Basic principles of motivation are simple and seem almost to commonplace to mention, yet they are often some of the most forgotten management tools. A start in this process can be made by recognizing peoples

strengths and then helping them to develop their own abilities. Some simple rules make this principle easier:

- * Don't ignore weaknesses, they won't go away. Help the worker to recognize them and motivate them to take the initiative to improve their own performance for their own sake.
- * Don't simply state rules and procedures as dogma but make sure employees understand the reasons for these rules.

If a supervisor is always honest, trustworthy, straightforward and sensitive to the differences among people he will have gone a long way toward initiating the motivation process.

In order to accelerate the motivation process it would help to introduce a series of incentives to which an individual can strive. Ordinarily this would take the form of pay increases either through promotions to higher paying jobs or through merit increases in the pay for the job done well. Understanding the shortness of money and the tight control over salaries, exercised centrally at the present time, this may not currently be a possible. Merit pay through the independent budget would be an excellent incentive. However, incentives can come in many forms and need not always require the city to put out extra cash of any significance. The important point is that someone takes the time to recognize employees who are doing a superior job.

Such a program will not turn around worker attitudes immediately but should have positive, long term affects. It will also begin to develop a mentality among the workers, that their pay will be based on what they produce. When the system does change, to allow greater control at the local level, employees will be paid through a system that rewards productivity.

There are many methods of implementing such a program. It is important to remember that the rewards should be continuous and consistent, as well as commensurate in value with the reason why the award is given. The better the job - the more significant the award. The more exclusive the award - the greater value. Also care should be given to insure that employees being cited for the same accomplishment, even if from different departments or in different months, get the same or comparable reward.

Some possible incentive bonuses could include..

- An extra week of paid vacation
- An extra day's paid holiday
- Special recognition dinners
- Luncheon with Mayor/Council
- Plaques denoting Employee of the Month/Year

A similar program can be developed for groups such as divisions or departments, to reward superior performance. Being seen as a functioning unit is a great enhancement to teamwork within the organization.

Above all the simplest and most effective management tool ever known is to make sure to

compliment and express appreciation to an employee for a job well done. When employees know they are appreciated you can expect almost anything. The method can vary, the need for the compliment cannot. A vivid example of this technique is presented in as Exhibit 8.

As with most things there are two sides to this story. Although great improvement in productivity can be attained by increasing peoples value for the job there will always be a need for a negative incentive or disincentive as well. There will always be some who persistently do not do a good job and those who do a downright poor job. For some of them, only the fear of losing their job or being otherwise penalized will provide the needed motivation. Therefore a series of penalties need also be instituted with the idea that they only be invoked when absolutely necessary and for the most needed cause. The most serious of such penalties is of course termination of employment and should be reserved for the most serious of cases. It is customary and appropriate that the reasons that could be conditions for termination be outlined in advance and published in the Employee Manual.

Exhibit 8

A CASE OF EXPECTATIONS AND PERFORMANCE...

(Believing in your Employees)

In the late spring of 1987 Charleston, S.C. was preparing for its annual Spoleto Festival. This most comprehensive of all the world's Art Festivals tantalized the citizens and visitors each spring. Over 700 arts events occur in just 17 days. It is staged in a city where the 20 year leadership of a very charismatic Mayor, has changed the city from a pocket of poverty to a thriving metropolis. The extra work the festival creates for the City employees, is always enormous but that particular year, with but 46 hours until the opening of the Festival, something special was about to happen.

That year Spoleto had brought a reproduction of a 19th Century Italian Circus to play alongside the operas, dance and music. It was the custom of the festival to open at noon on a Friday, on the steps of City Hall with anthems, speeches and a small sampling of some performance to occur later in the festival.

At 2:00 pm on the preceding Wednesday, the festival Public Relations Director called the Mayor's deputy and suggested that it would be a wonderful public relations coup if we could arrange for the festival tight rope walker to do a skywalk from the top of City Hall to the top of the Federal Courthouse (Diagonally across Charleston's famous 4 corners of law - nearly 30 meters in the air.) as the opening act of the festival. After an initial shock and a trip to the Mayor's office, (where the idea received a rapid

Exhibit 8, continued

response of "do it", from a Mayor already legendary for his leadership), two extraordinary days in City Hall history began.

No one involved was an expert but no one involved was afraid to try. Top management, middle management and most especially the "crew" had long ago started believing that if the boss wanted it done, then the only question to be resolved was how to do it. Even after the first four structural engineers contacted declined on the basis of "your crazy", no one hesitated in directing their full energy toward making it happen. The burden of the effort fell on the city's maintenance crew who for 46 straight hours built trusses, cleaned wire, assembled line, strung wire and in general performed miracles. Their leader set the tone by working right alongside the crew and never once hesitating toward the goal. 46 hours later, after overcoming the federal bureaucracy, legal regulations, physical impossibilities and numerous naysayers a young lady walked on a 5/8 inch wire, 400 feet between City Hall and the Court House, 30 meters above the ground, while the "miracle crew" held the wires.

What makes this story special are the people. Long before it ever occurred the Mayor, his top management, Department heads and supervisors had been acclimated to never saying "it can't be done". Difficult challenges were treated as normal (Impossible only took a little longer). But the Leadership principles needed to engender such a response were long in place - nor were they forgotten afterwards.

Five days later a special breakfast was held for the crew, where Dalilah Wallenda, the walker, personally autographed a photo of the event for every member of the crew. Also at the breakfast was the Mayor and his staff to say thanks. It only lasted an hour or so. The walk had only taken 10 minutes but today that "miracle crew" truly believe that they can do anything.

As a post script to the story, later that year the most devastating hurricane to hit the United States in 250 years ravaged the city of Charleston. It is mostly because of this crew and the other city workers who believed the same, and the leadership that inspired them, that six months later the city looked like nothing had ever happened. The same response can happen anywhere. It only depends on leadership. If the leadership inspires confidence, is willing to work alongside its people and never gives up on the efforts of those who put it on the line, it can happen to anyone.

2. Training

One of the most overlooked elements of good management is the training of employees. It is hard to hold someone responsible for a function and to fulfill that function, using specified procedures, unless you have adequately trained them. Each work center supervisor as well as upper echelon management has some burden of responsibility to see that employees are adequately trained. If employees do not respond to new directives, perhaps the reason is that they are not aware of the way in which the administration wants the job done.

There are many ways to conduct the training. Given the current conditions and availability of funds it obviously cannot be elaborate. But good training procedures do not have to be. A weekly

session of departmental training, in the offices, conducted by departmental personnel on subjects of current concern would be a good way to start. The most important thing is to begin to formally explain to the employees how things are to be done and what is expected of them. Just instilling a notion of customer service, which the old system was not inclined to do, can be some of the most productive training that can be given and it does not require and sophisticated seminars. The initial training program can be developed through internal cooperation between the department heads and the Mayor's office. Higher levels of technical and conceptual training can come later.

The goal of the training is to insure that, at all echelons of the administration, the policy goals are being carried out as effectively as possible. One good way to initiate an in house training program is to set aside a period each week when, as a group, the department can review all the complaints and problems that have occurred during the past week. By doing so, not only those who have made the mistakes will learn but those who were free of errors will learn from others mistakes so they do not do the same things. As things progress other types of training can be set up, either for the department as a whole or for smaller groups needing more defined training. Eventually a system of more specialized and protracted training, for a variety of employees will need to be considered. During the continued state of transition in government, the donor nations assisting in local government are good resources to rely on for training. Administrations should not hesitate to ask specifically for what they want from these consultants. Most will respond readily because they appreciate working on issues that they know are needed by the local governments.

When developing a training program both in the present and for the future, keep in mind that there is no "one best method" for training and that many approaches work. True, some topics lend themselves better to certain training methods but developing new ways to cover old ideas may add to employee motivation and willingness to learn. Consider the following approaches which steer away from the traditional "lecture" method of training.

- , Conducting inspections and Tours
- , Field Trips
- , Demonstrations
- , Simulated Situations
- , Role Playing
- , Discussions
- , Participatory exercises or demonstrations
- , Rotation of work assignments
- , Exercises which produce and "end product" (i.e. an improved report, or revised procedure for telephone answering)

. The training process has a number of beneficial side effects. Chief among them is the direct benefit of what the employee learns. However, there is also a feeling by the employee, that someone cares enough to teach him the things he needs to do a good job. The employee begins to feel that the organization does value him or her and is willing to invest in them. This almost always results in better performance.

One good way of managing the training process, which is used by many public entities is the establishment of a training committee within the organization. The Mayor should appoint a number of upper and middle level personnel who would have the responsibility to meet regularly to discuss, organize, plan and coordinate the training for the municipal staff. (It is also politically astute to appoint a member of city council, since sooner or later the training will cost money, and council will have to approve the funding. Including them in the process from the beginning makes them feel as though they have some ownership of the issue.

V. MEASURING PERSONNEL EFFECTIVENESS.

Measuring Personnel effectiveness through employee review is another important factor in the improvement of individual production and efficiency. It is important to have some type of an evaluation so that supervisors can critique the work of the employee and suggest methods for improvement, as well as to recognize superior performance. If a merit system of pay increases can be established it would be the evaluation system that would be used to determine the eligibility of merit pay increases. Evaluations should be done annually or semi annually with an eye toward assuring that each employee is given the constructive criticism needed to carry out the function as desired. It also gives management a system of evaluating the strong employees and the weaker ones. This can lead to better rewarding of those who do perform and the gradual elimination of those who do not. It is critical for all to understand that the main purpose of the employee review is to insure that the supervisor and employee are in agreement with what the job expectations are and what constitutes acceptable performance. The review of the performance of the past period as well as the setting of expectations for the future are the two major goals of any evaluation program.

An evaluation system needs to systematic and insure that all employees with like jobs are being rated against the same criteria. A critical feature of an evaluation system is the requirement that the employee and supervisor meet to discuss the evaluation and look at future goals. These sessions should identify strong and weak points in the individuals achievement and provide constructive counsel to each worker based on these observations. Thus the personnel evaluation becomes the individual extension of the process of setting goals and objectives for a department.

Employee evaluations also form an objective basis for personnel actions. Management can use the results for selection of new positions and promotions as well as for the reward and salary increase features mentioned before. In aggregate the evaluations will also help the management define new policies and procedures for the betterment of the working conditions.

1. Using Employee Evaluations

Evaluation is a natural human phenomenon. Each one of us is constantly evaluating and being evaluated. We are evaluated many times without our knowing it, by the public we serve, by our supervisors, by our fellow workers - even by ourselves. Evaluation provides us with a guide for action.

City administrators must choose people for promotion and for responsible positions on the basis of impressions. These impressions should be based upon the abilities of each person and upon

how much he would contribute toward providing courteous and efficient municipal services. They should not be based upon personal or subjective bias. The use of a formal evaluation program for a municipality is the primary method of making regular, consistent and objective reviews of personnel.

This technical note is intended as a proposal for management and an aid to the supervisor for conducting effective employee evaluations. It covers the purposes of evaluation, the time and frequency of evaluations, work performance standards, things to watch for in employee evaluation, and things to consider when conducting evaluation interviews. It is hoped that Municipalities will use it to their advantage in creating a more effective and understanding work place.

2. Time and Frequency of Evaluations

Regular performance evaluations should be conducted at specific time intervals. Municipalities may choose the frequency based on their individual needs. Many municipalities hire new employees on a probationary basis. This is a three to six month period to see if the employee is qualified for the job. If such a system exists an evaluation should be held half way through the evaluation period and again at the end of it. After that all employees should receive at least an evaluation from their supervisor.

It should be kept in mind that the idea of a probation period is to allow management the prerogative of releasing an employee at any time if they are not fit for the job. However, the evaluation at the end of the probationary period should contain a statement by the supervisor indicating whether he does or does not recommend the retention of the employee as a permanent employee.

Regular evaluations should be initiated by the Personnel department or the Chief Administrative officer (perhaps the Deputy Mayor or Secretary of the Administration.) Each supervisor should be notified of the due date in advance. Special evaluations (for superior performance or specific problems of a severe nature) should be initiated by the division or department.

3. Purposes of the Evaluation

Performance evaluation is a way to clarify what is expected on the job. It assists in developing standards of satisfactory performance by setting forth the quality and quantity of work that is acceptable and adequate for a particular job. This works to the benefit of the employee, the supervisor and the municipality.

Performance evaluations should fortify and improve employee performance by identifying strong and weak points in individual achievements, recording these as objectively as possible, and providing constructive counsel to each worker based on these observations. It lets the employee know where he stands with respect to his work. It helps him, and the supervisor, do the job more effectively and with more satisfactions.

Employee evaluations form an objective basis for personnel actions. They assist in selection for placement and promotion, form a basis for awarding salary advancements within a given range and in making other awards, and may be used to determine the order of retention in case of a need for staff reduction.

Employee evaluations also assist the Personnel Office in redefining and developing personnel policy and procedures. They serve as a check on qualification requirements, examinations, placement techniques, training needs and help to uncover instances where employees are not suited for a job.

Finally evaluation of employees helps the supervisor get some idea of how good a job they are doing as supervisor. Employee performance in a real sense reflects the supervision that an employee is receiving.

4. Performance Standards

Performance standards, or work standards, are what the municipality and the supervisor expect of the employee in terms of what is to be done, how much is to be done and how well it is to be done.

Performance standards should be made clear to the employee when he is first selected, oriented and trained. Both the supervisor and the employee should review the standards occasionally, especially if the job changes. What is most important is that the supervisor and the worker have the same understanding of performance standards.

5. What to Watch for in Employee Evaluations

Supervisors are human, and as such are subject to basic personal likes and dislikes. Thus, supervisors, as all other people tend to like some employees more and to like other employees less. The supervisor, however, should constantly strive to treat all employees equally and evaluate their work fairly.

a. What to appraise

It is the employee's performance on the particular job, not himself, that should be the subject of analysts. Do not fall into the trap of evaluating based on personal bias, prejudice or favoritism. For example, an employee should not be downgraded on an evaluation for style of hair, or wearing unusual clothes unless appearance is directly related to the job requirements. Have a thorough knowledge of the requirements and duties of each job that is to be evaluated.

b. Leniency

This error in judgement occurs when an employee is rated higher than his real ability indicates. This is by far the most common supervisory evaluation error. Leniency in evaluation often stems from a desire to keep the friendship of a worker, desire to prevent unpleasantness, desire to

protect an employee with long service or a feeling that a low rating indicates poor supervision.

c. Central Tendency

When a supervisor does not know a worker well, does not have all the facts, or wishes to opt for an easy way out, he may rate an employee as "average" This may not be a true rating and might be quite unfair to the employee or the municipality. Know your employees and be willing to make an honest appraisal.

d. Severity

Just the opposite of leniency, the error of severity arises when a supervisor consistently underestimates an employee's performance or the degree of his desirable traits. Severity is often the result of an overzealous supervisor who is eager to establish himself or who is attempting to change, in a short period of time, what may have evolved over a much longer span of time. High standards are not unreasonable demands of a supervisor for his employees. However, the supervisor should be sure that the standards are just high and not excessive, and are high for a valid reason.

e. Halo Effect

The halo effect is operating when the supervisor rates each employee's traits on the basis of his overall estimate of him, and fails to consider each trait separately. If he has a generally high opinion of the individual, he will give high assessments on all the performance criteria. If he has a low opinion, he will give him low assessments. In each case, the supervisor is making ratings without looking for possible differences of individual behavior from trait to trait.

6. The Evaluation Interview

Evaluation methods are worthless unless they have full understanding, participation, and acceptance of the employee being appraised. Holding an interview with the employee after your evaluation gives the employee an opportunity to gain that understanding, participation and acceptance. It also should let him know where he stands on his job performance and individual development. Emphasis should always be on the constructive side; that is, on improvement, not just on evaluation for evaluation's sake.

a. Preparation - Adequate preparation for the evaluation interview is essential if it is going to gain satisfactory results. If the interview is not skillfully handled, the employee may resent comments on his shortcomings. Therefore, the supervisor must have a clear idea of what he wants to accomplish. When getting ready for the interview, have all the facts that need to be discussed. In addition to the present evaluation, have the employee's file handy for written records of past performance. Try also to remember what has been covered with employees in past meetings. Review the employee's strengths and weaknesses. Try to work out a plan for improvement which can be developed at the interview. Then set a time for the interview when it can be in private and without interruptions.

b. Conducting the Interview - Use good interview techniques in your meeting. Set the employee at ease. A good way to begin is by letting the employee evaluate himself. Ask him to express what he thinks he has done well and what he could do better. He may even judge himself more severely than the supervisor.

After this initial step the supervisor begins his own interview by reviewing the strong points. Praise him for any outstanding performance that has been observed. In discussing the employee's weak points, be sure to criticize gently but constructively. Remember, the purpose is to get the employee to become more effective. Stick to the facts and avoid general criticisms. Listen to what the employee has to say with an open mind. He may have a sound explanation for poor performance.

It is very important to finish the interview by suggesting ideas for improvements and allowing the employee to do the same. Set some goals for the coming year and be sure that they are clearly understood.

c. After the interview - Be sure to write down the important points covered immediately after the interview. This information will help when the next one is due. Follow up the evaluation. Be sure to live up to any promises that were made. If there are problems that are persistent the supervisor should discuss them with their manager.

7. The Evaluation Form

Evaluation forms differ from organization to organization. The important thing is to be sure that the form that is being used is appropriate for the type of work being done and fits the needs of the municipality. Exhibit A is a sample of an evaluation form. It is not a complete form but is summarized to provide the essence of how they work.

In the sample, there are seven performance factors, "Not Applicable", "Unsatisfactory", "Improvement Needed", "Competent", "Good", "Very Good" and "Outstanding". The supervisor needs to place the appropriate code next to the criteria that best describes the performance. Each code has a numerical equivalent. The summation of the scores will give an overall performance rating. A table giving categories of ratings is at the end of the form.

Every evaluation should also have a space for subjective comments and explanations of any Outstanding or Unsatisfactory grades. This is an important feature in increasing the employee's understanding of deficiencies or compliments and makes the evaluation much more effective. A space for the employee to sign acknowledging the evaluation is also important as it insures that there can be no question that the employee has seen the evaluation.

A sample evaluation form that might be adapted for use in Macedonian cities is provided in APPENDIX 3 of this manual.

VI. EMPLOYER AND EMPLOYEE OBLIGATIONS.

At present there is no civil service law which will provides a framework for the management and development of municipal employees. There has been much consideration of such a law at the central level but it is still questionable whether it is intended to cover local governments. While most

local governments may be hesitant to establish their own civil service system, putting into practice many of the concepts can be of great benefit.

In any contract between employer and employee there are stipulated rights and responsibilities on the part of both parties. Making sure that these rights and responsibilities are clearly understood is a very important and reduces the chance of further problems. The best way to do this is to reduce the rights and responsibilities, the expectations and rewards and general information concerning employment to writing and then distributing it to all employees. The best known method of doing this is through the employee manual.

1. Developing an Employee Handbook

The spectacle of a Mayor being taken to court for supposedly violating an employee's rights is not in any way beneficial to the municipality. Whether the complaint turns out to be valid or not officials should go to considerable lengths to avoid such problems. One of the best ways to prevent such incidents is by developing an employee manual or handbook. In addition the manual serves numerous other purposes. The actual contents of an employee manual will vary from community to community but should at a minimum contain certain basic information. Exhibit 9 outlines the basic information that should be included in any employee manual.

Exhibit 9

<u>SUGGESTED MINIMUM TOPICS TO BE IN EMPLOYEE MANUAL</u>	
<u>EMPLOYMENT</u>	<u>SALARIES AND SOCIAL BENEFITS</u>
*Recruitment	*The classification and Pay Plan
*Applicable Forms and Testing	*Promotions and Transfers
*Selection Process	*Overtime Pay Policy
*Probation Period	*Benefits
<u>EMPLOYMENT DEVELOPMENT</u>	<u>INTERNAL RELATIONS</u>
*Training Program/Policy	*Hours of Work
*Promotions	*Holiday Leave and Pay
*Award Policy	*Sick Leave
<u>DISCIPLINARY ACTION/SEPARATION</u>	* Meal Hours
*Warning and Reprimand	* Employee Conduct
*Suspension	*Tardiness, Absenteeism, Emergencies
*Discharge/ Resignation	
*Employee Grievance Procedure	

The primary purpose of the manual is to specify in writing the policies of the municipality with regard to employees. It also provides guidelines and rules governing the actions of employees relative to their employer. Examples of the items to be included are the rules regarding attendance and working hours, leave and vacation policies, Benefits, Policies for disciplinary action, grievances and termination of employment. These policies need to be determined based on existing law and the desires of the administration. Typically a manual will also have all of the benefits that an employee receives and when they are entitled to them. If longevity plays a part in defining the benefit structure

or the longevity plan. When a employee evaluation program is adapted an explanation of the program and the reasons for it should also go in the manual.

The manual is basically a method of communicating with employees. Employers should consider it as one of the best ways of insuring that all employees get whatever information they need to effectively and efficiently do their job. For that reason employers should not try to cut the policy manual short. Once an employee is on the job it is much more difficult to get them to understand organization and policy issues because they become enmeshed in the "informal authority structure" Thus items such as organization charts, explanations of overall goals and objectives and the expectations of the management should be included.

Once a manual is fully developed it is a good idea , although not absolutely necessary, to have it officially adapted by City Council. This procedure adds another layer of credibility and helps to insure the legality of the policies, if ever tested in court . (If an administration intends to do this it is helpful to include one or more council members in the development process so they have a feeling of ownership of the end product.). The end result will be a clearly stated set of policies and regulations leaving the employee with no doubt of what behavior is expected of him or her.

APPENDIX 2 of this manual is a sample employee handbook which can be adapted to the needs of the individual municipality.

VII. CONCLUSION AND ACKNOWLEDGMENTS

In this period of rapid societal change, governments at all levels must continuously strive to foster and maintain legitimacy among its citizens. It is no longer possible to maintain systems and methods of administration which lack transparency or are shrouded in secrecy. More and more citizens are demanding that their governments be accountable for the decisions that are made. It is crucial that systems, such as personnel administration programs, which are based on easily demonstrated principles or legal bases be developed.

There are of course many more aspects of human resource administration. Many of them are specific to individual organizations and their needs. Those discussed in this monogram are generally applicable to any organization. Proper management of an organization's human resources of the organization is crucial to its success. Employee costs are generally in excess of 50% of the budget, constituting the single largest area of expense for virtually all local governments. However, the organization must never forget that the human element requires a different approach than managing a system or function. Employees are people first and treated poorly will produce poor results. Treated well the human resource will perform at levels beyond any possible expectation.

The Author wishes to acknowledge Leah April, whose work on a similar project in Macedonia was a model for much of the information used herein

The Author also wishes to acknowledge and thank Mrs. Kay Lewis, former Personnel Director of the City of Charleston SC., whose many years of help have been invaluable to his understanding of good human resource management. The efforts, information and assistance of she and her staff are the basis for much of the material in this manual.

APPENDIX 1

SAMPLE JOB DESCRIPTIONS

CITY OF ANYWHERE POSITION DESCRIPTION	
<u>Position:</u> Director of Economic development	<u>Department:</u> Economic Development
<u>Statement of Duties:</u> The incumbent directs the activities of the City economic development effort and acts as the principal staff to the Economic Development Planning Commission	
<u>Distinguishing Features of Position:</u> Employee is responsible for the preparation of documents, records and correspondence relating to alleconomic development. Performs a variety of complex administrative, technical and professional tasks in the preparation and implementation of economic development plans, programs and services. The Economic Development Director is under the general supervision of the Mayor and exercises a great deal of discretion regarding the planning and performance of work.	
<u>Work Requirements:</u>	
Incumbent plans,directs and participates in the administration of the economic development program and other activities as follows:	
-Works with and provides staffing for the Economic Development Commission (EDC) to produce the Economic Development plan of the municipality.	
-Coordinates with department heads to assure linkages exist between departments and what needs to be done in the economic development sphere, such as the capital plan, budgeting, public works, etc.	
-Maintains and inventory of land and buildings which are available or could be made available for development purposes.	
-Assists the EDC in designating which areas of the city will be recommended for utilization as industrial, commercial, mixed use and residential purposes.	
-Advises potential investors on relevant rules, laws and regulations.	
-Establishes working relationships with relevant institutions such as banks, universities, etc.	
-Monitors quality of life issues such as availability of housing, schools, recreation and cultural activities	
-Assists in negotiations between potential joint venture partners.	
-Other relevant duties as required.	
<u>Knowledge, Skills and Abilities:</u>	
The Executive Director of Economic Development position requires:	
-Considerable knowledge of economic development techniques and procedures.	
-Considerable knowledge of municipal and state laws related to development activities	
-Considerable knowledge of the organization and functions of municipal government	
-Ability to deal courteously with the public	
-Ability to use computer for related functions	
-Ability to read, understand and analyze business plans.	
-An understanding of at least rudimentary funding mechanisms and real estate transactions	
-Creativity and a willingness to be innovative	
<u>Experience and Training</u>	
-At least four years experience in management and/or economic development/business promotion	
-College degree in business or public administration	

APPENDIX 1 - CONTINUED

CITY OF ANYWHERE POSITION DESCRIPTION

Position: City Treasurer

Department: Finance

Statement of Duties: The incumbent performs responsible work of both a clerical and supervisory nature in the area of municipal accounting and finance.

Distinguishing Features of Position: Employee is responsible for the preparation of documents, records and correspondence relating to all municipal functions. The work is performed with the help of clerical assistance whom the employee supervises. Work is reviewed annually by an auditor. The Treasurer is under the general supervision of the Mayor and exercises a great deal of discretion regarding the planning and performance of work.

Work Requirements:

Incumbent plans, directs and participates in the collection of municipal revenue and in all municipal accounting and bookkeeping activities as follows:

- Collects funds including taxes, revenues from the sale of permits, fixed assets, fines, water rents,
- Disburses funds including payrolls, accounts payable, injury claims.
- Prepares budget for each department
- Prepares various financial reports
- Handles investment of municipal funds, as directed by the legislative body
- Closes and balances all accounts
- Attends meeting of legislative body and provides advise on financial issues
- Hires, trains and supervises all employees of department
- Performs related work as necessary

Knowledge, Skills and Abilities:

The Treasure position requires:

- Considerable knowledge of municipal accounting and auditing procedures
- Considerable knowledge of municipal and state laws related to fiscal activities
- Considerable knowledge of the organization and functions of municipal government
- Ability to plan and direct operations of municipal accounting with little supervision
- Ability to make complex arithmetical calculations
- Ability to deal courteously with the public
- Ability to use computer for related functions

Experience and Training

- At least four years in general municipal bookkeeping work required
- College degree in business administration

APPENDIX 2 MODEL EMPLOYEE HANDBOOK

**City of Anywhere
MACEDONIA**

EMPLOYEE HANDBOOK

ED. NOTE: THE FOLLOWING IS A SAMPLE EMPLOYEE HANDBOOK. IT IS COMPREHENSIVE FOR THE MUNICIPALITY FOR WHICH IT WAS ORIGINALLY CREATED. IT IS, HOWEVER, ILLUSTRATIVE AND DESIGNED ONLY TO PROVIDE A FORMAT AND SUGGESTED SUBJECTS FOR CONSIDERATION. ANY OF THE ITEMS LISTED MAY BE OMITTED OR NEW ITEMS ADDED IN THE PROCESS OF MAKING THE HANDBOOK SUITABLE FOR EACH INDIVIDUAL MUNICIPALITY. THE MOST IMPORTANT THING IS TO REMEMBER THAT THIS DOCUMENT SHOULD PROVIDE AN EMPLOYEE WITH AS MUCH INFORMATION AS POSSIBLE ABOUT EMPLOYMENT WITH THE ORGANIZATION.

ITALICIZED EDITORIAL NOTES APPEAR THROUGHOUT THE MANUAL AS IN ORDER TO PROVIDE CLARIFICATION AND ADDITIONAL INFORMATION ABOUT THE ISSUES DISCUSSED.

**CITY OF ANYWHERE
OFFICE OF THE MAYOR**

Dear New Employee

We at the City of Anywhere, are proud that you have decided to join our family of municipal employees and we look forward to a mutually rewarding relationship. Each and every employee is critical to the successful operation of the our City. Everyone, including you, is important and necessary in our endeavor to serve our citizens.

I sincerely hope that you find working for the city a rewarding experience. We are here to help in any way we can - either through your direct supervisor or the Personnel Office. Also, in City Hall is a suggestion box for the specific purpose of communicating directly with my office if you have an idea for making improvements. We are always willing to listen.

Again, we are pleased you have joined our fine staff. Welcome to the City of Anywhere!

Most sincerely yours,

Mayor, City of Anywhere

Ed. Note: The Handbook should begin with a letter of welcome from the Mayor, to the new employee

* * * * *

EMPLOYEE HANDBOOK/ FOLDER AND OTHER WRITTEN POLICIES

This employee handbook/ folder and written personnel policies contain various provisions relating to your employment. THIS HANDBOOK/ FOLDER AND THESE POLICIES ARE NOT A CONTRACT OF EMPLOYMENT. The provisions of this handbook/ folder and of our personnel policies are subject to change at any time by the City of ANYWHERE Notwithstanding any of the provisions of this handbook/ folder or of any personnel policy, all the employees of the City of Anywhere are A employees- at- will@who may quit at any time for any or no reason and who may be terminated at any time for any or no reason.

Ed. Note: At the very beginning of the handbook should be a statement of the overall policy of the municipality toward employment and employment rights.

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Ed. Note: Notice that the book is divided into four sections so as to make it convenient to talk about what the rules of the organization are, what is expected of the employee, what management expects and what the employee can expect in return for satisfactory performance.

WELCOME!

We welcome you as you begin your employment with the City of Anywhere. Your job is critically important to the City. With your willingness to do good work and your cooperation with other employees, we will serve the citizens of the City of Anywhere in a conscientious and public spirited manner. Being a municipal government organization, we must present a competent, professional image in order to gain and maintain the confidence of those we serve. On and off the job, you represent the City of Anywhere.

YOU ARE IMPORTANT

The City of Anywhere depends on you to carry out your responsibilities to the best of your ability. We want you to help become a productive staff member as quickly as possible. We encourage your growth and development and hope you find a challenging and rewarding career with the City.

This handbook has been prepared to provide information about your job, benefits and services available to you, and the City policies and procedures which apply to you.

Read the information contained in this handbook very carefully. If you have questions about any information, consult your supervisor.

You will be trained by your supervisor to perform the duties assigned to you. Be sure to gain a clear understanding of your duties and how your work fits into the local team effort. Always, consult your supervisor whenever you have questions or problems. Communication is the key to your success.

INTRODUCTION TO THE CITY OF ANYWHERE

The City of Anywhere is served by a Mayor- Council form of government providing public services to approximately 83,000 residents.

The City of Anywhere consists of a work force of approximately 1,200 within its organizational structure in various career fields and occupational groups including clerical, technical trades, public safety, professional and administrative.

Ed note: A new employee is a very valuable resource that the organization will, overtime invest a lot of money in. It is important to make them feel as though management cares about them and that they are immediately made to feel like part of the team.

Section I

YOUR JOB

EMPLOYMENT

Selection of new employees is carefully made. Equal opportunities for employment are provided for all qualified candidates regardless of race, color, sex, religion, national origin, age, marital or veteran status, or the presence of a non-job-related medical condition or disability.

The Personnel Department makes every effort to place applicants where they can make use of their experience and ability.

HOURS OF WORK

The regular work hours and work schedule for City employees is determined by each Department/ Division Head. Your supervisor will explain your work schedule.

Every City Employee is expected to be at work on time and as scheduled on a regular basis.

Any deviation from a regular work schedule must be approved in advance by the Department/ Division Head.

PAYDAY

Some City departments are paid every week and others are paid every two weeks. Consult your supervisor or the Personnel Dept. to determine when your payday is.

The City is required to make deductions from your paycheck for:

- Federal and State withholding taxes
- Retirement contributions and Social Security taxes
- Absences from work not covered by authorized leave credits

Other deductions such as medical and other insurance premiums, contributions, etc., may be requested and authorized by you.

TYPES OF EMPLOYMENT

The City of Anywhere has the following five (5) types of employment classifications:

1. Full-time: A full-time employee who satisfactorily passes the probationary period attains regular status.
2. Probationary: An employee hired to fill a full-time position. All new employees are subject to one- year probationary period during which time the employee will be evaluated for regular employment. During the probationary period:
 - The employee may be terminated by the Department Head without cause;
 - The employee is not entitled to a hearing before the grievance committee;
 - The employee may resign without giving notice.
3. Regular part-time: An employee hired for an unlimited period of part-time employment.
4. Temporary: An employee hired for a limited period of full-time employment during the year.

Positions in this category may develop due to special projects or additional workload for a limited period (often seasonal). Normally, the work week in this classification of employees would consist of 30 to 40 hours per week.

5. Temporary/ Part-time: An employee hired under the same conditions as a temporary employee, but

whose services are needed on a part-time basis only. The work week for this classification of employees would be less than 30 hours per week.

The following regulations apply to temporary and temporary part- time employees:

- 1. They may be hired without regard to most of the policies and procedures in the Personnel Manual.
- 2. They will not be entitled to any of the leave that accrues to regular employees.
- 3. They are not subject to the rates of pay established by the pay plan.
- 4. They are not entitled to any fringe benefits.

OVERTIME COMPENSATION

Overtime compensation is granted for work performed beyond the normal 40 hours per week. Your supervisor determines if overtime is necessary, and overtime must be approved for by your supervisor in order to be paid as such. Your classification determines the type of overtime compensation you will receive.

Exempt employees, or those whose jobs are deemed as executive, administrative or managerial, receive a predetermined salary regardless of hours worked, and are not eligible for overtime salary or compensatory time off.

Non-exempt employees who are required to work more 40 hours during the payroll will be paid for the overtime at 1-1/2 their hourly rate of pay and will be granted compensatory time off. The employee must take the compensatory time off within a 30 day period. The Department/ Division Head may deny an employee the option of taking compensatory time- off if taking such time would interfere with smooth departmental operations.

Ed.Note: This section of the handbook is designed to insure that the employee knows the basic parameters of the job. It is general and should apply to any jobs in the organization. However, it is critical that an employee's supervisor provide, in detail, the expectations for the specific job the employee has been hired for

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SECTION II
YOUR BENEFITS

The benefits offered by the City of Anywhere employees are wide ranging and comprehensive.

ANNUAL LEAVE

As a City of Anywhere employee, you will earn annual leave according to the following schedule. The longer you work, the more annual leave you are granted. Regular part-time employees accrue leave at **2** the rate shown below:

When you have worked	Annual leave earnings
1 month - 5 years	1 day per month
5 years - 10 years	1 1/4 days per month
10 years - 15 years	1 2 days per month
15 years - 20 years	1 3/4 days per month
over 20 years	2 days per month

Unused annual leave earned during the year may be carried forward to the next year. However, only two times the number of hours earned during the year may be carried forward to the next year to the next year. Any unused leave over this amount will be lost at the end of the year. If you leave employment with the City, you will be paid for unused annual leave up to a maximum of two times your accrual rate.

SICK LEAVE

Full- time employees earn sick leave at the rate of one working day for each month of service, with a

maximum of 90 working days. Regular part-time employees earn **2** that rate. Sick leave may be used for:

- illness, sickness (employee only)
- Injury due to accidents (employee only)
- Doctor, dental or optical appointments (employee only)
- Serious illness or accident involving an immediate family member

Illness should be reported to your immediate supervisor as soon as possible on the first day you are absent; and on a daily or pre- arranged basis thereafter.

A supervisor has the right to require a doctors certification to verify an illness that exceeds three (3) days.

If you leave City employment, your unused sick leave is lost.

FUNERAL LEAVE

A maximum of three working days leave with full pay may be granted to regular full-time and regular part-time employees due to a death in his/her immediate family.

GENERAL LEAVE OF ABSENCE

A general leave of absence, without pay, may be granted by a Department Head for a specified period of time, provided there is a reasonable justification for such a request.

HOLIDAYS

City of Anywhere employees observe the following holidays:

New Years Day	National Holiday 28-29 Nov.
Little Bajram	Christmas
Big Bajram	Labor Day (May 1)
Orthodox Easter	Roman Easter

Others may be designated at the discretion of the Parliament.

HOSPITAL AND MEDICAL INSURANCE

Health/ dental and prescription drug coverage s provided for you and a portion of the premiums is paid by the City. You will be given the opportunity to choose the health plan which best suits your needs.

Information on each plan available to your is included in your

A new employee packet of information. An enrollment form is included with each of the plans. You may elect to carry coverage for your family by paying additional premiums. Any insurance premiums paid by you are deducted from you paycheck.

RETIREMENT

Retirement benefits help you build a financial program for your future. The city helps you build this solid retirement program by sharing with the cost of your retirement and Social Security Programs.

Ed note: Compensation is more than just a paycheck. This section of the manual insures that the employee will be aware of all the benefits and other means of compensation that the organization is providing.

Ed. Note: At many places within the handbook it is necessary to refer to other documents and manuals that are also provided for the employees benefit and information. Any retirement program that the municipality has should be described in detail

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SECTION III

YOUR RESPONSIBILITIES

You represent the City of Anywhere to you family and friends, members of the public and other government officials. The impression you give through your work, your personnel communications, and your appearance influences what people think of the City of Anywhere. You are our best public relations agent. You are expected to conduct yourself in a professional manner at all times.

PERSONNEL RECORDS

Each new employee is required to sign a statement authorizing verification of information given on his/her application for employment. Those who show one or more years of post-secondary education may be required to submit a transcript from the institution indicated.

It is important that the Personnel Department be informed as soon as possible of any changes in your present status, or in the event that you plan to leave the municipal employment.

This information is necessary for proper administration of records and tax data. A change in status might include:

- A change in name (through marriage or otherwise)
- A change in address
- A change in number of dependents
- A change in beneficiary on your insurance policy

In the event you plan to leave City employment for any reason you are requested to notify your department head or supervisor at least two weeks in advance of your leaving in order that a replacement may be obtained.

ABSENCE

Employees will be held responsible for calling in, or having someone call in on a timely basis to notify his/her department when sick, out with an on-job-injury, or absent for any reason. Failure to call in when absent as instructed by your supervisor or department head could result in disciplinary action, leading to termination.

EXCESSIVE ABSENCE

Excessive absence is considered to be:

1. Absence from work more than three (3) consecutive working days without proper notification to the employee's department.
2. Absence from work without reasonable cause three (3) times in thirty days, or a total of six days during the year.
3. Frequent or chronic absence or tardiness which interferes with departmental operations, even though there is reasonable cause.

A supervisor has the right to require a doctor's certificate to verify an illness that exceeds three (3) days.

AN EMPLOYEE MAY BE DISMISSED FOR EXCESSIVE ABSENTEEISM

SAFETY

Accidents don't just happen, they are caused by unsafe acts or unsafe conditions. Every year, too many workers throughout the nation suffer pain, inconvenience, loss of time and loss of life through on-the-job accidents.

Safety is everyone's responsibility. The City does everything it can to maintain safe working conditions, and to train you in the safe way to perform your job. We cannot do this without you. We need your support.

YOU ARE RESPONSIBLE FOR SUPPORTING ALL ACCIDENTS TO YOUR SUPERVISOR IMMEDIATELY, NO MATTER HOW MINOR THEY APPEAR TO BE.

USE OF CITY VEHICLES AND EQUIPMENT

Automobiles, motorcycles, trucks, and other vehicles and equipment are provided to facilitate the work

of the City and to attend to public business. UNDER NO CIRCUMSTANCES WILL CITY EQUIPMENT, MATERIALS, OR FACILITIES BE USED FOR PERSONAL BUSINESS.

Employees hired or promoted to a Drivers position must agree to abide by the A Schedule of Charges@ for all drivers. If you involved in an accident while operating a City vehicle, these charges will be made only when City property is damaged due to your negligence. Amounts to be collected in restitution will be made by payroll deduction.

SECONDARY EMPLOYMENT

City of Anywhere employees may accept secondary employment provided that it in no way constitutes a conflict of interest or in any way compromises your position or that of the City. Permission for secondary employment should be obtained, through your supervisor, from your department/ division head. Permission may be revoked if the outside employment affects your normal competence in the performance of your job.

EXIT INTERVIEW

All- full time employees are asked to schedule an exit interview prior to their departure from City employment. This conference is to ensure that City assets have been accounted for, that personnel records are completed , and all personnel liabilities to the City have been cleared. This conference will also allow you to discuss your reason for leaving and any positive or negative about aspects of your term of employment with the City.

EMPLOYEE ASSISTANCE PROGRAM

If a personal problem is adversely affecting your job performance, you may receive help through our Employee Assistance Program. A brochure describing this program as been placed in the back pocket of this handbook.

Ed. Note: An Employee Assistance Program is a modern technique used to assist workers that have personal problems. (psychological, family, alcohol or drug induced, etc.) Often these problems impact the quality of work that the employee is doing and so it is equally important for the organization as it is for the employee, to do something about the problem.

Ed.Note: In order for the organization to operate efficiently and effectively each employee must do his or her part. Failure to do this leaves gaps in the ability to function. This section of the report describes the general responsibilities that each employee must undertake for the organization to be successful

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SECTION IV

MANAGEMENT POLICIES AND PROCEDURES

MERIT PRINCIPLES

THE EMPLOYMENT POLICIES AND PROCEDURES OF THE CITY OF ANYWHERE
WILL BE BASED ON THE FOLLOWING MERIT PRINCIPLES:

1. Recruiting, selecting and advancing of employees will be on the basis of their relative ability, knowledge, and skills, including open consideration of qualified applicants for initial

appointment. Recruiting efforts will be planned and carried out in an a manner that assures open competition. Selection procedures will be job realted and will maximize validity, reliability and objectivity; selection procedures for promoting employees to higher level positions must provide eligible permanent employees an opportunity to be considered and adequately assure that all persons promoted are qualified for the position.

2. Equitable and adequate compensation will be provided and maintained on a current basis in order to assure a high quality public work force.

3. Employees will be trained as needed to assure high quality performance.

4. Employees will be retrained on the basis of their satisfactory performance and provisions will be made for encouraging their best performance and for providing an opportunity to correct unsatisfactory performance, and for separating employees whose unsatisfactory performance cannot be corrected.

5. Fair treatment of applicants and employees in all aspects of personnel management without regard to political affiliation, race, color, religious creed, national origin, age, disability or other non-merit factors and with proper regard for their privacy and constitutional rights as citizens will be assured.

6. Employees will be protected against coercion for partisan political purposes and will be prohibited from using their official authority for the prupose of interfering with or affecting the result of an election or a nomination for office.

EMPLOYMENT OF RELATIVES

Employment of relatives is permitted provided that the employment be in different departments/divisions, and provided that the employment will not result in one member of the family supervising another member of the family having influence over the employment, promotion, salary administration, or other related management or personnel considerations of another family member.

POLICIES FOR CORRECTIVE ACTION, DISMISSAL, AND SUSPENSION

Policies for corrective action, dismissal and suspension are necessary for the maintenance of high standards of performance and conduct throughout the City. It is hoped you will take your responsibilities seriously and follow the policies and guidance of your supervisor. Failure to do so may result in disciplinary cation or even dismissal. These policies have been formed for your benefit and that of the City.

Some causes for disciplinary action, dismissal or suspension included, but are not limited to:

1. PERFORMANCE OF DUTIES

- Inefficiency, incompetency, or negligence
- Careless or improper use of the City equipment
- Failure to work well with the public or employees
- Absence without approved leave
- Habitual improper use of sick leave
- Habitual failure to report for duty at the assigned time and place
- Failure to maintain a current license required by law to perform your job

2. PERSONAL CONDUCT

- Gross misconduct unbecoming a City employee
- Conviction of a felony
- Immoral conduct or a criminal act
- Misuse of City funds
- misrepresentation or falsification of information in order to secure job, obtain insurance benefits or workers compensation
- Act to disrupt normal City operations
- Willful damage to lives or property
- Possession of unauthorized firearms, lethal weapons, or explosives on the job.

- Refusal to accept a reasonable and proper assignment from an authorized supervisor (insubordination)
- Reporting to work under the influence of alcohol or drugs, or use of alcohol or drugs on the job.
- Offering or receiving money or gifts in exchange for favors or influence
- Betrayal of confidential information
- Taking part in political activities prohibited by law

GRIEVANCES

The City of Anywhere has a grievance procedure in place for any employee who has a complaint regarding unfair or unlawful action taken in violation of rights under City policies as they relate to employment. This includes, but is not limited to, discharge, suspension, involuntary transfer, and demotion.

The steps are outlined in the grievance procedure must be followed by the employee when a complaint occurs. Grievance procedure information may be obtained through the Personnel Department if needed. Temporary and probationary employees are not eligible for a grievance hearing.

TERMINATION OF EMPLOYMENT

An employee may be terminated because of unsatisfactory service of work habits, attitudes or personal conduct falls below desirable standards for continued employment. Should a previously terminated employee apply for reemployment, the facts surrounding his/her previous separation will be reviewed.

Whenever questions arise regarding any area of your employment, consult your supervisor. Communication is the key to meaningful employment. Good working relationships, built on mutual trust and respect, will aid you throughout your career.

Your supervisor is responsible for work accomplished by your unit. As a result of this responsibility, your work assignments, training performance review and evaluations will come from your supervisor.

It is your responsibility to cooperate, learn and perform the assigned work the best of your ability. Your supervisor is willing to provide the opportunity to be the knowledgeable employee you want to be, but you must assume the responsibility for your work.

The work of the City of Anywhre is challenging while rewarding. Through personal commitment to perform your work to the best of your abilities, you help make a major contribution to the overall well-being of the City of Anywhere and its citizens.

ED Note: In order to be fair and even handed the organization must also spell out its policies and responsibilities. In this way there is no misunderstanding of what the management wants from its employees. This part of the book is very important because it prevents a lot of problems later on in the employer/employee relationship.

APPENDIX 3

SAMPLE EMPLOYEE EVALUATION FORM

**City of Anywhere
Macedonia**

PERFORMANCE EVALUATION

Category: Labor/Trades

Date_____

Employee Name:_____Department/Division_____

Report Period From:_____To:_____

Type of Report _____
(probation, annual, special)

* * * * *

Code: Not Applicable =N/A, Unsatisfactory = 1, Improvement Needed= 2, Competent=3
Good=4, Very Good=5, Outstanding=6

PERFORMANCE FACTOR = The level of effectiveness to which the employee meets the following criteria:

Code

1. APPLYING JOB SKILLS

- a. Demonstrates the skills and knowledge required to do the job _____
b. Recognizes shortcomings to skill and seeks to correct them _____

2. WORKING INDEPENDENTLY

- a. Is capable of working at locations with the supervisor is not on site _____
b. produces work of acceptable quality regardless of the closeness of supervision _____

3. LEARNING NEW SKILLS

- a. Learns new techniques to help insure cost effective and quality work _____

- b. Shows improved performance based on review by supervisor _____
 - c. Uses information from assigned training _____
- 4. USING AND MAINTAINING EQUIPMENT, TOOLS AND VEHICLES
 - a. Properly uses and maintains the equipment and tools of the job _____
 - b. Safeguards tools and equipment against loss or theft _____
- 5. WORKING WITH OTHER EMPLOYEES
 - a. Works well with other employees in the unit _____
 - b. Works cooperatively with others and creates an attitude of teamwork _____
- 6. FOLLOWING SUPERVISORY DIRECTION
 - a. Accepts work assignments from supervisors without complaint _____
 - b. Follows supervisor's direction regarding how is to be done. _____
 - c. Shows efforts to improve in areas when discrepancies are noted _____
- 7. ASSISTING IN TRAINING NEW EMPLOYEES
 - a. Assists or trains inexperienced peers or lowest level employees _____
 - b. Observes the work of inexperienced crew and provides assistance _____
- 8. DOING QUALITY WORK
 - a. Show a consistently low level of errors _____
 - b. Notices and corrects his own mistakes _____
- 9. DEALING WITH THE PUBLIC
 - a. Is courteous in answering questions from the public _____
 - b. Listens to complaints from public and attempts to answer questions _____
 - c. Keeps public's convenience in mind when work involves interruptions _____
 - d. Works to develop a positive image of the Municipality _____
- 10. USING WORK TIME EFFECTIVELY
 - a. Uses available work time and approaches work in an organized manner _____
 - b. Stays at work until the job is done; avoids leaving the job unfinished _____
- 11. COMMUNICATING EFFECTIVELY
 - a. Understands information when it is communicated by others _____
 - b. Follows written and oral direction required to perform the job _____
 - c. Accurately relates information to supervisors or co-workers _____
- 12. ATTENDANCE AND PUNCTUALITY
 - a. Conscientious about work attendance _____
 - b. Requests leave in advance in order to help department scheduling _____
 - c. Does not abuse break privileges and lunch hours _____
- 13. WORKING UNDER PRESSURE
 - a. Performs under pressure from deadlines _____
 - b. Adapts to new changing situations and retains composure _____
- 14. SELF-DISCIPLINE
 - a. Does not allow personal problems to affect productivity _____
 - b. Confines personal business and personal calls to a minimum _____
- 15. SAFETY AND PHYSICAL CONDITION
 - a. Work methods consider safety for self and others _____
 - b. Demonstrates the physical energy and endurance needed for job _____
 - c. has the general health needed in relation to the job assignment _____

TOTAL POINTS _____

COMMENTS SHEET

STRENGTHS: (specify)

WEAKNESS: (specify)

I certify that this report represents my best judgement of the employee:

Signature of Supervisor Title Date

I certify that this report has been discussed with me

Signature Date

Employee

Score Sheet for Labor Trades Category		
(based on 43 coded grades with maximum possible score of 258)		
Coded Grade	Performance Level	Aggregate Score
6	Outstanding	258-216
5	Very Good	215-173
4	Good	172-130
3	Competent	129- 87
2	Improvement Needed	86- 44.
1	Unsatisfactory	43 - 0